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**Gender and Economic Empowerment in Africa**

**8th Meeting of the Africa Partnership Forum**

**22nd - 23rd May, Berlin, Germany**

*This document has been prepared jointly by the APF Support Unit and the NEPAD Secretariat for the 8th Meeting of the Africa Partnership Forum.*

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**English - Or. English**



# *Africa Partnership Forum*

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**8<sup>th</sup> Meeting of the  
Africa Partnership Forum  
Berlin, Germany  
22-23 May 2007**

## **Gender and Economic Empowerment in Africa**

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## A. Gender : Key Political Messages and Action Points

**It is time to deliver for women and girls.** Africa's growth and development agenda can only succeed if the continent is able to draw on all its resources and talents, and if women are able to participate fully in economic, social and political life. This will require intensified efforts to eliminate discrimination and promote equal rights. The strong commitment which has been demonstrated by African governments needs to be complemented by strong support from the wider international community, within the framework of a clear allocation of responsibilities, and the clear mapping out of specific steps and measures.

1. **The majority of poor women in Africa live in rural areas.** They are Africa's major agricultural producers, and are active in trade and the informal economy, but they continue to be hampered by lack of rights, resources and economic opportunities. **We call for** accelerated action to expand the **land and property rights** of women through support for the joint Land Policy Initiative of the African Union, African Development Bank and UN Economic Commission for Africa; and for new initiatives to facilitate their access to and control over productive resources and **agricultural inputs** such as seeds and fertiliser, and to reduce their burdens by increasing access to **water and sanitation**.

2. **Women in both rural and urban areas need access to and control over financial services** - including banking, micro-credit and insurance, management training, and business development and support services, in order to enable them to develop their full economic potential, for instance by establishing small and medium enterprises, and moving into product development. **We call for** a strong focus on enhancing opportunities for women, in any new initiative(s) to increase access to **financing and banking facilities**. We also agree to cooperate in order to integrate gender issues into overall **national development strategies** and support from development partners.

3. There needs to be **capacity development** to promote the full and equal participation of women in decision making at all levels including the community and district level and at the highest political level. We note that capacity development is an important element in the World Bank's Gender Action Plan. **We call for** sustained and intensified efforts to ensure the **full implementation** of this plan over 2007 – 2010, and for the full implementation of the "Call for Action" agreed at the Conference on Women's Economic Empowerment in Berlin in February 2007.

4. In addition to these measures, there also needs to be a more active and effective global response to the scourge of **HIV/AIDS**, and in particular its effect on women. **We call for** special attention to this issue and the conclusion of the eagerly awaited medical trials on microbicides, which are the only female controlled method that can protect millions of women, particularly those in Africa, from HIV/AIDS.

5. **African governments have made important commitments** to gender equality in the 'Solemn Declaration on Gender Equality in Africa' and the 'Protocol to the African Charter on the Rights of Women in Africa'. We welcome the progress which has already been made in the signature and ratification of this Protocol, and **we encourage** its rapid implementation.

6. It is important that there should be **clear and specific measures and indicators of progress**, in order to enable both governments and civil society to see where progress has been made, and where more efforts are needed. **We fully support** the current work to develop **specific indicators on economic empowerment** within the framework of the Millennium Development Goals (and specifically to underpin MDG3 on gender equality and empowerment).

## B. Gender and Economic Empowerment in Africa

### Introduction

1. **The African continent is well endowed with abundant resources ranging from natural resources, cultural wealth and human resources. However, its peoples remain poor.<sup>1</sup> Attempts to confront this challenge require transformative thinking and leadership.** Since the dawn of the new millennium, African leaders have been charting a new future for the continent with the birth of the New Partnership For Africa's Development (NEPAD) and the transformation of the Organisation of African Unity (OAU) to the African Union (AU). Despite the enormous internal and external challenges that the continent continues to face, positive change is now being witnessed – albeit slowly.

2. **Current indicators show that Africa is on its way to economic and political recovery as demonstrated by increasing average growth rates, the restoration of peace and an increase in the number of democratic elections.** In addition, African states have demonstrated their commitment to good governance through the African Peer Review Mechanism (APRM) – of which 26 countries have acceded to date. Political and economic governance are fundamental preconditions for development of the continent. Given the abundance of Africa's natural resources, systems of governance determine how natural resources are (mis)used in the development process of resource based-economies. Some of the key challenges that remain for the continent, however, are the harnessing of Africa's human resources to fight poverty and hunger; bridging the education gap; winning the war against HIV/AIDS, malaria and tuberculosis; and reversing the brain drain. These challenges cannot be overcome without unlocking the potential and utilising the unused resources and capacity that lie in the hands of African women.

3. **However, most of the poorest people in Africa are women. Part of what makes them poor, in Africa as well as globally, are social inequalities and the lack of opportunities they face purely because of their gender.** The devastating effects of poverty, discrimination and lack of opportunity affect women in multiple ways, not just their income levels. Maternal mortality rates continue to be extremely high. Three-quarters of all Africans between the ages of 15 and 24 who are HIV-positive are women, and women continue to own less than 1% of the continent's landmass. Although progress has been made on the education of girls, this still lags behind the education of boys - at all levels. Women suffer from violence during armed conflicts - as well as from violence in the home. Women have fewer economic rights, and lower access to economic opportunities and resources, including land and credit facilities. They are vastly under-represented in many occupations, especially in professions such as science and technology. Women, whether formally employed or not, also shoulder the burden of unpaid activities arising from low levels of access to clean water and energy sources.

4. **This paper focuses specifically on the economic empowerment of women, which is key to achieving faster growth, development and poverty reduction.** Since the Millennium Declaration in 2000, both African governments and development partners have focussed very much on issues of education and health, and specific indicators on these issues underpin the relevant Millennium Development Goal (MDG3). Africa, and the international community, have started to explore ways to boost women's empowerment as well. But these issues now need more urgent attention.

5. **The broad framework of the commitments made by both Africa and the wider international community.** The adoption of the Protocol on the Rights of Women in Africa in 2003 was a landmark achievement by African governments. But although some progress has been made in ratifying

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<sup>1</sup> "Africa is rich, it is its people who are poor", a statement by Professor Wangari Maathai 2004 Nobel Peace Prize Laureate.

the Protocol, some 60% of African states have still to do so. Accelerating the process of ratification and the development of national strategies for the implementation of its provisions would be a major step forward. The adoption of the 'Solemn Declaration on Gender Equality in Africa' (SDGEA) is a similarly impressive achievement. The Declaration provides for annual reports on progress. Finding an opportunity for discussion on these reports would underline the importance which African leaders attach to following up the Declaration. There is already international discussion on ways in which the indicators underpinning MDG3 can be developed to incorporate economic empowerment, in order to provide incentives to governments and ways of measuring progress. The international community should give priority to this. Section 3 refers.

6. **Land and property rights for women are far less well established than those for men, and require urgent attention.** The current barriers to women's access to and control of land need to be addressed through policies which take women's rights and needs into account. This paper proposes two key action points for *African governments* - the establishment of national commissions to review property and land distribution issues, and the introduction and implementation of legislation wherever necessary in order to fully establish equal land and property rights for women, and to translate these into practice. Although the lead on these issues needs to be taken by African governments, *development partners* have an important role to play in supporting these government-led initiatives. Section 4A refers.

7. **Good economic governance is fundamental for the continents growth and development and it is important to ensure that resources are utilised in ways that help to tackle gender inequality and reduce the gender gap.** Engendering the budget is a holistic and strategic process that entails mainstreaming a gender equality perspective into public finance. By tracking how money is spent, gender-budgeting helps to increase accountability and transparency and, thus, good economic governance overall. There are again action points here for both African governments and development partners. *African governments* should ensure that their national economic strategies (PRSs or national development plans) fully reflect their gender objectives, and that their national budgets are planned, approved, implemented, monitored and audited in a gender-sensitive way. Section 4B refers.

8. **Development partners should link new aid modalities and the new aid architecture such as budget support and sector-wide approaches to good economic governance** in order to help reinforce the efforts of African governments to build gender both into national economic strategies, and to national budget processes. The development community should also devise ways to ensure that the Paris Declaration incorporates mechanisms for the promotion of gender equality in development co-operation. The international community collectively should also review the Monterrey Consensus, which currently includes very limited commitments to gender equality. Section 4C refers.

9. **African women have not been able to benefit from investment and the expansion of trade in agricultural products** due to the obstacles faced in terms of limited access to productive resources (land, credit, transport, extension services etc). This paper looks specifically at investment and trade policies in the context of the overarching theme of the meeting: *'Investment for Growth and Development'*. Women produce up to 80% of basic food stuffs – but a survey of credit schemes in 5 African countries found that they received less than 10% of the credit given to male small-holders. It has been calculated that agricultural productivity could increase by up to 20% if women's access to such resources as land, seed and fertiliser were equal to men's. Moreover, whilst foreign investment in labour-intensive industries has resulted in some improvement in women's income, the longer term trajectory of women's wages is less promising. Again the paper identifies critical action points for both African governments and development partners. *African governments* should take specific initiatives to target credit lines to support African women entrepreneurs particularly at the micro-enterprise level, and to promote investment in sectors with a significant female workforce. *Development partners* should support these African-led initiatives, for

instance through the provision of financial support for micro-finance projects designed to benefit women through the provision of loans and other financial services. Section 4D refers.

**Table 1: Matrix of Key Policy Areas and Action Points on Gender and Economic Empowerment**

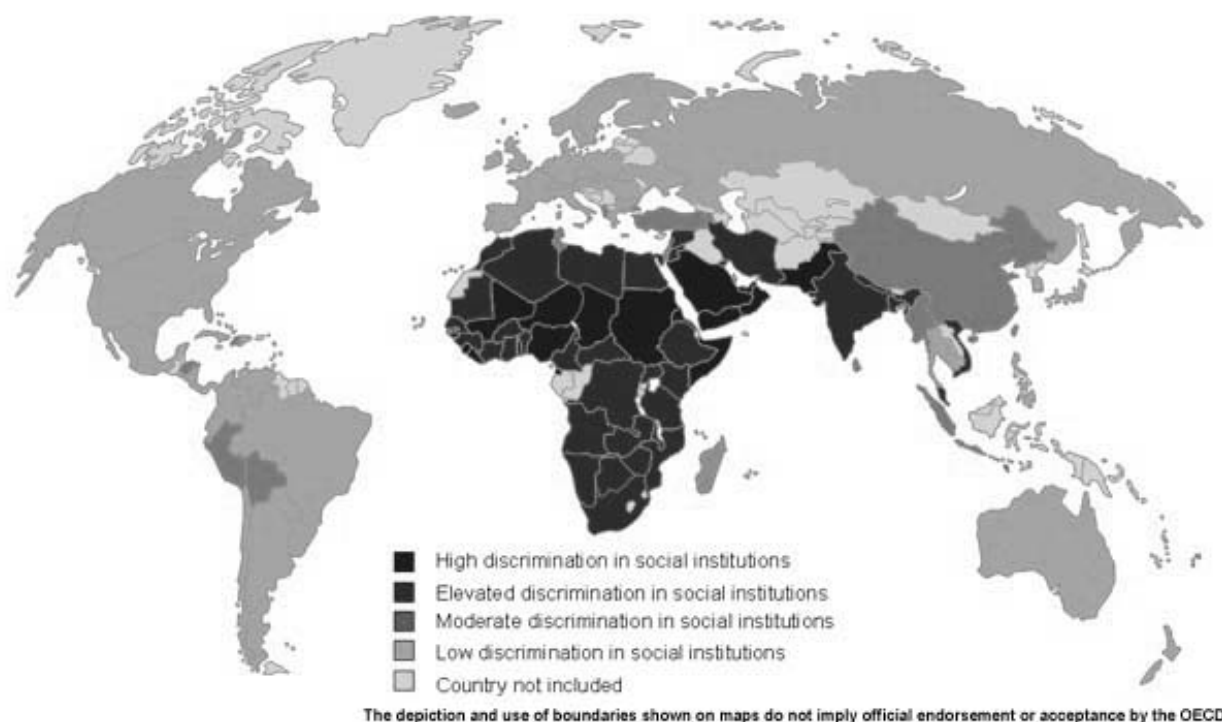
KEY POLICY AREAS	KEY ACTION POINTS	
	African Governments	Development Partners
<b>Overarching Issues</b>	<p>The increased ratification of the Protocol on the Rights of Women in Africa; all Governments and the preparation of strategies for implementation of its provisions;</p> <p>Discussion at future AU Summits on progress in implementing the Solemn Declaration on Gender Equality in Africa.</p>	<p>Support the preparation of strategies for the implementation of the Protocol and the SDGEA</p> <p>Support for the development of specific indicators on economic empowerment under MDG3, in order to create incentives for action by both Africa and the international community, and to measure progress.</p>
<b>Land and Property Rights</b>	<p>Establish legal and non-legal infrastructure through land reforms, national mechanisms and community tribunals to monitor the enforcement of pro-women laws, policies and practices;</p> <p>Set up technical and financial schemes to support women land-buyers, owners and producers;</p> <p>Set up a national commission to review property and land adjudication inheritance, distribution and redistribution</p> <p>Mobilise resources for the economic development of land owned by women.</p>	<p>Commit financial resources to support mechanisms and structures that implement and promote land reform initiatives.</p> <p>Support monitoring and evaluation of land reform processes to enhance women's access and control of land;</p> <p>Support initiatives that provide financial support to the economic development of land owned by women.</p>
<b>Economic Governance</b>	<p>Establish gender-responsive public financial management systems and strengthen existing gender budget initiatives.</p> <p>Recognize satellite accounting procedures to capture, value and remunerate women's work including value in the care economy.</p>	<p>Encourage gender-responsive budgeting in budget support;</p> <p>Revive the global efforts to recognize satellite accounts and provide resources to value and remunerate</p>
<b>Aid Modalities</b>	<p>Integrate gender components in the planning and coordination of line ministries to ensure the proper allocation of resources;</p> <p>Include specific objectives and targets in PRSs, and set budgetary allocations to promote gender equality.</p>	<p>Promote the Paris Declaration and the Monterrey Consensus to include a focus on results and development policy goals for women and gender equality;</p> <p>Support the development of PRSs to ensure that they include specific objectives and targets and budgetary allocations set to promote gender equality;</p> <p>Encourage specific targets for gender in Sector-wide approaches (SWAs) and establish budget support mechanisms that encourage the way in which recipient countries allocate money towards the promotion of gender equality;</p>
<b>Trade and Investment</b>	<p>Allocation of credit lines to support African women entrepreneurs;</p> <p>Target support to women managing small-micro enterprises to enable them to expand and diversify outputs.</p> <p>Increase capacity for value-addition, diversification and product differentiation specifically in the agro-processing sector through the use of appropriate technologies, and enhance marketing through ICTs.</p>	<p>Promote investments in manufacturing and open markets particularly for products with important female labour content;</p> <p>Support the implementation of projects linked to gender equality, trade outcomes and growth;</p> <p>Subsidise women's associations and provide free training to women managing associations;</p> <p>Support women employed in the agriculture sector to enhance their productive capacity.</p> <p>Create and launch an African Women's Investment Fund</p>

## I. Overview of the status of gender and economic empowerment

### a) *The Gender Gap as a Global Problem*

10. Even in light of heightened awareness of gender issues, it is a disturbing reality that no country in the world has yet managed to eliminate the gender gap, despite significant increases in female representation (WEF, 2005).<sup>2</sup> Gender disparities still exist in countries without obvious male-domination and Violence Against Women (VAW), of all kinds, is still routine worldwide and often condoned -- even in highly developed societies. Even in countries where basic gender equality appears to have been achieved, the battlefield has shifted to removing the more intangible discrimination against working women. In the United States, for example, 49 % of women in managerial positions are childless, compared with only 19% of men. Globally, women earn less than 78 % of the wages that men earn for the same work and still hold only 15.6 % of parliamentary seats.

**Figure 1.1: Map Showing Inequalities in Social Institutions around the World**



Source: OECD, GID

11. Between 20-50 % of women worldwide experience domestic violence during marriage. Reports from France, for example, indicate that 95% of its victims of violence are women – 51% at the hands of their husbands (ibid). Similarly in the developing world, gender inequality manifests itself through forced

<sup>2</sup> Countries that have succeeded best in narrowing the gender gap are the Nordic countries, with Sweden standing out as the most advanced in the world. These are followed by New Zealand, Canada, UK, Germany, Australia (World Economic Forum, 2005)

marriage - which is still hugely prevalent on the Asian sub-continent – and through high levels of maternal mortality.<sup>3</sup> In several countries, testing for genetic defects is still used today to determine the sex of an unborn child for the purpose of aborting females only.

12. Figure 1.1 is a map based on the OECD Development Centre Gender, Institutions and Development Database (GID-DB), which shows inequalities in social institutions in the family code, property rights, physical integrity and civil liberties around the world. As indicated by the dark colours, inequalities are particularly pronounced in sub-Saharan Africa, South Asia and the Middle-East and North Africa.<sup>4</sup> A wide gender gap exists in economic, political and social arenas between men and women due to the existence of norms and values in society, firmly anchored in social-cultural contexts that determine gender roles and responsibilities. The gender differentials aligned to these roles and responsibilities are patriarchal by nature and determine the power custodians in society, while at the same time they are driven and fuelled by customs, beliefs and practices that have resulted in age-old roles, practices and biases. Some of these practices continue to thrive and widen the gender gap between men and women all over the world.

13. Globalisation, or the liberalisation of trade, investment and financial services, and a strong emphasis on privatisation is clearly exacerbating inequality. Studies of globalisation that emphasise these trends tend to neglect the role of women in these processes, yet the increasingly mobile nature of capital (as production processes spread in order to take advantage of the low cost of labour) and the increasing mobility of labour across state borders cannot ignore the fact that these processes involve vast numbers of women. A reliance on low-waged female labour, for example, is a key feature of export-oriented industrialisation and high levels of inequality in globalised production lines is directly linked to the deregulation of labour markets that has accompanied the global shift towards a more liberal market economy. It is therefore clear that despite that fact that women are playing a major part in globalised networks of production and labour markets, they have not necessarily benefited from this engagement. Women continue to face major challenges in accessing decent work both in the formal and informal sector. Women globally own less than 3% of the world's land and have little access to productive resources.

14. A UNDP report showed that the world's richest 225 individuals (mostly men) now have a combined wealth equal to the annual income of the poorest 47% of the world's people. If more than 70% of the world's poorest people are women - as global inequality worsens, gender equality worsens with it. Alternatives exist for the responsible management of economies in a globally integrated context, alternatives that secure economic stability and growth without entrenching existing gender inequalities. The more difficult challenge is to marshal the political will to create the policy space necessary to move the global economy into a development trajectory that supports poverty reduction and gender equity.

### ***b) The Gender Gap in Africa***

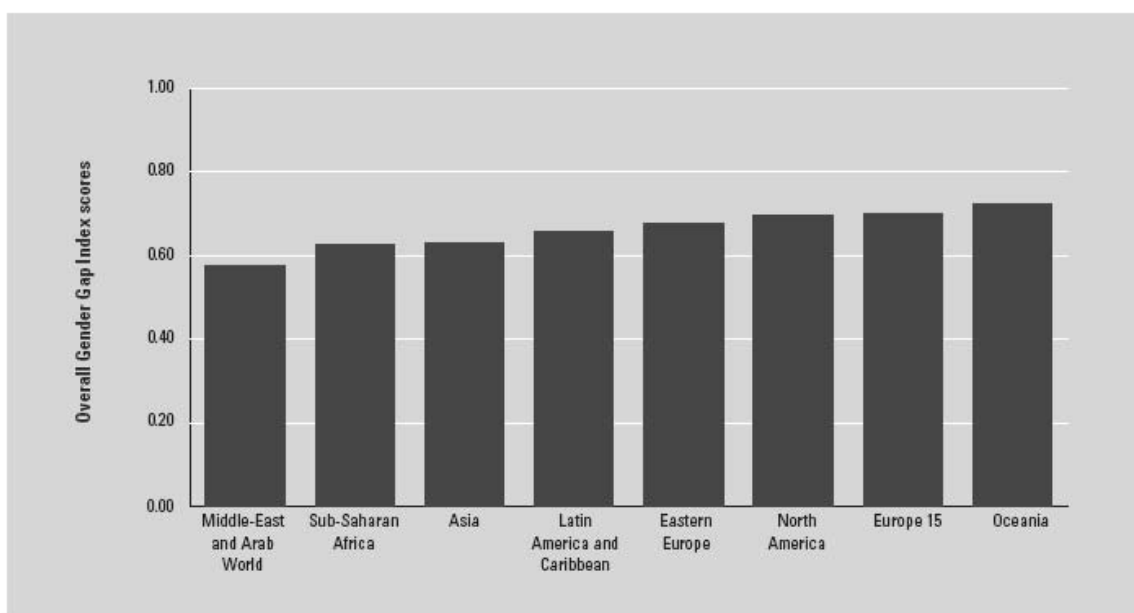
15. In Africa, the gender gap is even wider and the situation is more complex due to the cultural and traditional context which is anchored in beliefs, norms and practices which breed discrimination and feminised poverty. There is growing evidence that the number of women in Africa living in poverty has increased disproportionately to that of men. Women's participation in the market economy has increased, especially in the informal sector, however at the same time women's domestic workloads have not declined. Women in Africa continue to be primarily responsible for such activities as the care of children

<sup>3</sup> A pregnant woman in Africa is still 180 times more likely to die of pregnancy complications than in Western Europe

<sup>4</sup> The new OECD GID provides information on social and legal institutions that is not captured by traditional types of quantitative data. It combines information on the norms, laws and customs and traditions that have a significant impact in explaining gender disparities. Variables include a broad set of factors, ranging from early marriage, polygamy and parental authority to inheritance, freedom of movement and the existence of legislation punishing acts of violence against women. The indicator covers 162 countries.

and the elderly members of the household, cooking and cleaning, fetching water and firewood and managing the household in general. This is especially true for poor women who do not have the resources to hire additional labour to take over some of the household responsibilities when they engage in market activities. HIV/AIDS is also worsening the situation as women take on the burden of shifting care for AIDS patients from the hospital to the home without shifting health budget allocations from hospital care to home-based care.

**Figure 1.2: Regional Performance on the Gender Gap Index 2006**



Source: The World Economic Forum (WEF) Global Gender Gap Report (2006)

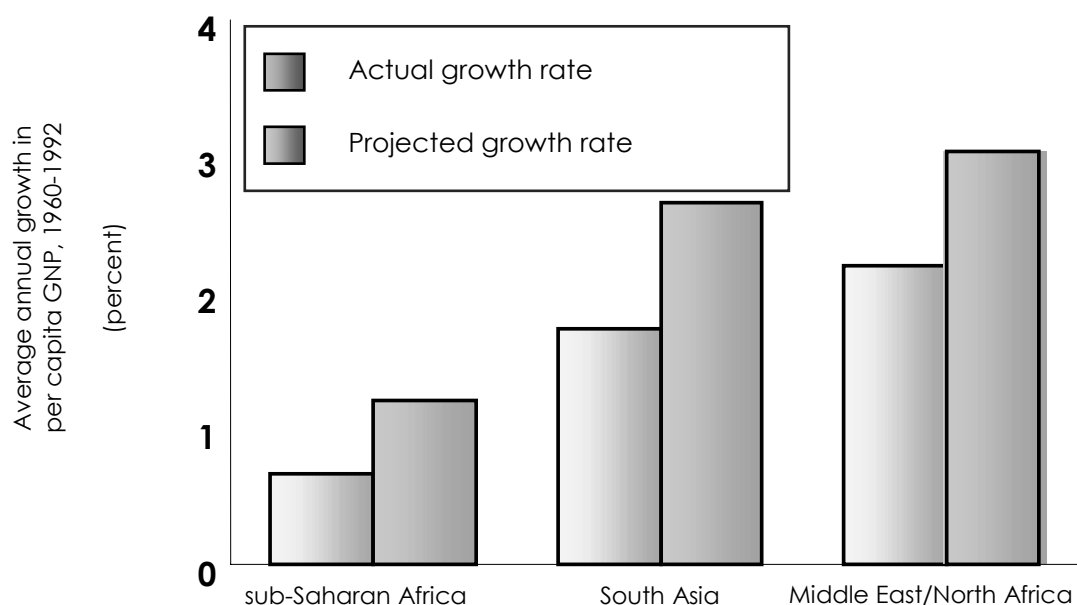
16. Figure 1.2 shows regional performance on the 2006 Gender Gap Index which examines the gap between men and women in four fundamental categories: economic participation and opportunity, educational attainment, health and survival, and political empowerment. It reveals that sub-Saharan Africa has closed a little over 60% of its gender gap, which means that women have approximately 60% of the resources and opportunities available to men. Although African women participate in all sectors of the economy, the rate of their participation in the total non-agricultural labour force remains below that of men.<sup>5</sup> Women are predominantly employed in the agricultural sector and it is estimated that women account for 60-80% of the agricultural labour force and are responsible for 70-80% of food production in Africa. Women's employment in the industrial sector remains low across the continent with some exceptions in the export-oriented industries such as textiles and garments. Female participation in the services sector tends to be concentrated in occupations like nursing, teaching and also non-technical jobs such as secretarial services. Women in Africa are still vastly under-represented in many occupations, especially in the scientific and technological fields.

17. As noted above, the fastest growing source of employment for women in Africa, especially in sub-Saharan Africa, is in the informal sector where women engage in a wide range of activities,

<sup>5</sup> Data from the ILO shows that women's share of the adult labour force ranges from 21 to 50 %. The lowest rates are in North Africa and the highest participation rates are in sub-Saharan Africa at 45-50 %.

particularly trading. This has emerged as an important strategy for women to contribute to family income at a time when formal labour markets are growing slowly. However, for the most part, the informal sector suffers from a lack of systemic and regular support in the form of official policies and resources.

**Figure 1.3: Closing the gender gap in schools boosts economic growth**



Source: "Engendering Development" (PRR) 2001 in WDR 2000/01, "Attacking Poverty"

18. Relative to men, women tend to have lower access to land, credit facilities and education and training facilities. Even in the agricultural sector, where women tend to predominate, credit and land ownership has historically been directed to the male head of the household to the detriment of women and, indeed, to the detriment of agricultural development in Africa. HIV/AIDS will cause many millions of African women to be widowed, and widowed at a younger age than would have been the cause in its absence. Gender inequality in property and inheritance laws in Africa poses a grave threat to women in these circumstances. The devastating effects of property rights violations – including poverty, disease, violence, and homelessness – are only magnified and made more lethal for women who face the stigma of having been widowed by AIDS or who are themselves HIV/AIDS positive.

19. Education is the key to empowerment, yet Africa has the largest gender gap in educational attainment, both at the level of enrolment as well as attainment.<sup>6</sup> As illustrated by GID-DB, primary education of females is at a low rate of 67%<sup>7</sup>. Among females above the age of 15, only 51% are able to read and write compared to 67.1% of men. Many African countries have not been successful in reducing gender gaps in education as stipulated in the education-focused target of MDG 3. In fact, of the 36 countries which have missed the MDG 3 target (gender equality in primary and secondary enrolment

<sup>6</sup> Important exceptions are countries in Southern Africa as well as Uganda in East Africa, where education has expanded rapidly and gender gaps have fallen considerably.

<sup>7</sup> The averages mentioned in this text are unweighted. Weighting can somewhat change the values, i.e. female primary education enrolment in Sub-Saharan Africa would be reduced from 67% to 62%

rates), the majority are from Africa. As Figure 1.3 shows, failing to reach this target entails significant growth costs as well as delays in attaining other important MDGs.

20. Overall, therefore, the African situation appears to be large gender gaps in education and low overall female educational achievements, considerable gender gaps in formal sector employment, and a predominance of women in the informal and agricultural sectors where they face considerable gender-based differences in access to and control of land, modern inputs, time and other productive assets.

## **II. Situating Women in the Growth Agenda in Africa: Women's Economic Empowerment – an Entry Point**

21. Gender is a critical economic issue for Africa. While much remains to be done to show the particular ways in which gender gaps undermine Africa's growth potential, looking at such issues through a gender lens is an essential step in identifying how policy can be shaped in a way that is explicitly gender-inclusive and beneficial to growth and the poor. It is evident that growth rates can significantly contribute to the reduction in the proportion of poor people in general, as demonstrated by countries with higher income per capita which have indeed experienced a major decline in the number of people living below one US \$ 1 per day.

22. The World Bank study 'Can Africa Claim the 21<sup>st</sup> Century?' made the argument that Africa has enormous unexploited potential. Africa has hidden growth reserves in its people, but especially the potential of women, who provide more than half the region's labour but lack equal access to education and factors of production. The study concludes that gender equality can be a potent force for accelerated poverty reduction in Africa.

23. Given that more than half the world's poorest are women and that the majority of poor people on the African continent are women, situating women in the growth agenda in Africa is fundamental to poverty reduction. Economic empowerment of women is not only crucial to the achievement of gender equality but it is also crucial in achieving pro-poor economic growth and the eradication of poverty. There is extensive microeconomic analysis of the ways in which gender inequality limits productivity, output and growth<sup>8</sup>. Gender differences in access to assets limits the options of women; gender differences in labour remuneration leads to conflicts and affects labour allocation at the household level; gender differences in labour productivity limits economic efficiency and output.

24. Reduced education and employment opportunities for women in Africa serve to reduce annual per capita growth by 0.8%. This is significant, as a boost of 0.8 percentage points per year would have in effect doubled economic growth over the last 30 years (Blackden and Bhanu, 1999). The size of these effects is considerable and gives credence to the argument that one important element in Africa's low growth may be its high gender inequality and hence the need to situate the achievement of the MDGs at the centre of the growth argument. While this is far from the overriding factor, it is an important constituent element in accounting for Africa's poor growth performance.

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<sup>8</sup> Recent analysis of these issues suggest that a careful use of the methodology and interpretation of its results is needed – as noted in the World Bank *Global Monitoring Report 2007*.

**Box 2.1: Gender and Growth: Africa's Missed Potential**

African women work far longer hours than African men. On average, their workdays may be 50% longer. Their work is closely integrated with household production systems. Women are especially prominent in agriculture, particularly in processing food crops, and in providing water and firewood, although men predominate in agriculture in much of the Sahel. Income earned by women is more likely to be used productively – for children's food, clothing, and education.

Women farmers receive only 1% of total credit to agriculture. Women are less likely to control the product of their labour than men, reducing their incentives to pursue productive, income-earning opportunities. And between 1960 and 1990, average schooling for African women increased by only 1.2 years, the lowest gain of any region.

Some cross-country studies suggest that if African women were given equal access to education and productive factors, growth rates could be as much as 0.8 percentage points higher. In addition, patterns of capital formation tend to be biased against investments such as wells and fuel-efficient stoves, with the potential to unlock more female time for high-productivity activities and education.

Thus Africa is losing out on the productive potential of more than half its effective workforce. So, measures to increase gender equality in Africa, in addition to their social and distributional implications, have considerable potential to accelerate growth. What is standing in the way? Longstanding traditions and power. Women's political participation is still low – only 6 percent in national legislatures and 2 percent in cabinets. Half the national cabinets have no women.

Source: Blackden and Bhanu, 1999

25. Women's economic empowerment is central to the achievement of gender equality and the implementation of international commitments that range from the International Declaration on Human Rights to the MDGs. Increased economic power for women means greater environmental sustainability and the reduction of HIV/AIDS infection rates. Women who control their own income tend to have fewer children: fertility rates are inversely related to national income growth. Moreover, men and women tend to spend income under their control differently with important micro and macro effects. Women tend to hold less income for themselves and devote more to their children's human capital (nutrition, health and education) and thereby indirectly to their nation's income growth. Women are also generally more willing than male counterparts to send daughters as well as sons to school. The benefit of women's empowerment is therefore enormously positive and affects the whole of society.

26. Despite the evidence, a recent World Economic Forum (WEF) study highlighted that no country in the world has yet managed to eliminate the gap between man and women's economic participation. Even countries that achieved high scores in the WEF's empowerment index generally performed better in women's educational attainment, health and well-being and political empowerment rather than in women's economic participation and opportunities. While the former are all essential components of women's overall empowerment, they are only pieces of a puzzle that must include economic empowerment for the picture to be complete.

27. Low investment in women is not an efficient economic choice. One sure way of situating women in the growth agenda is to ensure that their contribution to economic growth and development is captured and economically rewarded. By leveraging available resources and investing in women's empowerment it is possible to change women's lives for the better. African women have always been in the forefront of empowering themselves and their efforts to improve their family welfare and participate in economic activity are well documented. If they were able to access finances to invest in business ventures, access credit and markets, expand their businesses, diversify their products, undertake value addition and stabilize their business activities during times of shock, they would be better placed to contribute effectively to sustained economic growth and development.

### III. Key Commitments on Gender Equality and Empowerment

The following African and international commitments provide the framework and mandate for the design and implementation of gender issues in development policy:

#### *a) G8/OECD/UN/International Community Commitments and Declarations*

28. ***CEDAW represents a milestone on the road to gender equality and empowerment of women.*** The most important and comprehensive international treaty promoting women's rights is the Convention on the Elimination of All Forms of Discrimination (CEDAW, 1979) and complemented in 2000 by the Optional Protocol which entered into force on 22<sup>nd</sup> December 2000. It represents a milestone on the road to gender equality and empowerment of women. By accepting the Convention, States commit themselves to undertake a series of measures to end discrimination against women in all forms, including to incorporate the principle of equality of men and women in their legal system, abolish all discriminatory laws and adopt appropriate ones prohibiting discrimination against women; to establish tribunals and other public institutions to ensure the effective protection of women against discrimination; and to ensure elimination of all acts of discrimination against women by persons, organizations or enterprises. Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice. They are also committed to submit national reports, at least every four years, on measures they have taken to comply with their treaty obligations.

29. ***MDG 3 reaffirms a commitment to gender equality and empowerment.*** In September 2000, world leaders agreed upon the Millennium Declaration which distills the key goals and targets agreed to at international conferences and world summits during the 1990s. Drawing on the Declaration, the UN System, World Bank and the OECD drew up a set of eight MDGs with associated targets and indicators. By the year 2015, all 191 United Nations Member States have pledged to meet the MDGs. MDG 3 on gender equality and the empowerment of women reaffirms a commitment to gender equality and empowerment. It specifically calls for the elimination of gender disparity in primary and secondary schools. Indicators of achievement of this goal are the ratio of girls to boys in primary and secondary school; share of women in wage employment in the non-agricultural sector; and the proportion of seats held by women in national parliaments.

30. ***The Beijing Platform for Action (BPFA) shows a commitment to promote an active visible policy of gender mainstreaming in all the policies and programmes of governments.*** The Fourth World Conference on Women, held in Beijing in September 1995, culminated with the adoption of the BPFA. The Declaration secured the commitment of governments to work towards implementing the strategies agreed on in Nairobi in 1985, and to mobilize resources to achieve the goals set in the platform. The most far-reaching commitment of the BPFA was the commitment to promote an active visible policy of gender mainstreaming in all the policies and programmes of Governments and other actors, including the UN system. The mainstreaming of gender was advocated in each of the 12 critical areas of concern including all those that support the efforts and needs of women in poverty and the economic empowerment of women.<sup>9</sup> The BPFA called upon governments to exercise political will in achieving legal reforms and policy changes, support and initiate capacity-building programmes, set up mechanisms for monitoring and accountability, set up co-operative or partnership relations between social sectors, and create programmes to support women suffering from discrimination.

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<sup>9</sup> The 12 critical areas of concern are poverty, education, health, violence, armed conflict, economic disparity, power sharing, institutions, human rights, mass media, environment and the girl child.

31. ***The ICPD was the first to make the linkage between gender equality and women's health and education.*** The International Conference on Population and Development (ICPD) was a ground-breaking conference for gender equality. Held in Cairo, Egypt in September 1994, the ICPD was the first to make a case on the linkage between gender equality and women's health and education particularly reproductive health, and was successful in situating the gender equality issues in the health framework. The ICPD, the third population conference after Bucharest (1979) and Mexico City (1984) was a landmark conference in many ways but particularly in introducing gender equality as a key developmental variable and also shifting focus from a fertility control approach to a reproductive health approach, which called for comprehensive interventions for women's reproductive health needs.

32. ***G8 Leaders have committed themselves to support African efforts to promote gender equality and the empowerment of women.*** At Gleneagles in June 2005, G8 leaders agreed to call on African Governments to implement the African Charter on Human and People's rights and its protocols in order to encourage respect for the rights of ethnic minorities, women and children and also to support youth employment for both women and men in Africa. At Kananaskis in 2002, G8 leaders adopted the G8 Africa Action Plan as a framework for action in support of the NEPAD and committed themselves to support African efforts to promote gender equality and the empowerment of women by:

- working with African countries to promote property and resource rights;
- supporting the mainstreaming of gender issues into all agricultural and related policy together with targeted measures to ensure the rights of women for equal access to technology, technical support, land rights and credit;
- supporting African initiatives aimed at fostering efficient and sustainable regional financial markets and domestic savings and financing structures, including micro-credit schemes – while giving particular attention to seeing that credit and business support services meet the needs of poor women and men;
- supporting efforts to ensure equal access to education by women and girls by providing scholarships and other educational support for women and girls and supporting African efforts to break down social, cultural and other barriers to equal access by women and girls to educational opportunities, and;
- supporting African efforts to achieve equal participation of African women in all aspects of the NEPAD process and in fulfilling the NEPAD objectives; and supporting the application of gender mainstreaming in all policies and programmes.

33. ***There is considerable congruence between the Monterrey Consensus and Paris Declaration commitments on financing for development and gender equality objectives and strategies.*** The Monterrey Agreements on financing development were agreed upon in March 2002. The agreements aim to confront the challenges of financing for development required to achieve internationally agreed-upon development goals, including the MDGs. Some of the key actions of the Monterrey Consensus made specific reference to gender equality and empowerment.<sup>10</sup> This gender dimension represents a commitment to developing financial mechanisms that facilitate outcomes that are in line with overall development goals including gender equality.

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<sup>10</sup> One example referred to in the Monterrey Consensus are gender-responsive budgets that relate to the mobilization of financial resources at the national level.

34. The Paris Declaration on Aid Effectiveness was developed as a follow-up to the Monterrey Agreements and the G8 Summits. It establishes global commitments for donor and partner countries to support more effective aid in context of significant scaling up of aid. As noted by Gaynor (2006), in Paragraph 42 of the Declaration, there is reference to gender equality and objectives through its ownership, alignment, harmonisation, managing for results and mutual accountability principles. In terms of alignment, for example, Gaynor notes that “donors must acknowledge and use mutual commitments to gender equality and international instruments such as the MDGs and CEDAW in policy dialogue to align with, strengthen and support national commitments to gender equality and women’s empowerment, and must strengthen capacity for co-ordinated support to gender equality and women’s empowerment”. There is, therefore, considerable, congruence between the Paris Declaration principles and commitments and gender equality objectives and strategies.

## ***b) African Commitments***

35. ***The AU has adopted a ground-breaking Protocol that recognises the economic value of women.*** On 11 July 2003, the African Union adopted a Protocol on the Rights of Women in Africa, a supplementary protocol to the African Charter on Human and Peoples' Rights, which was adopted in 1981.<sup>11</sup> The new Protocol covers a broad range of human rights issues and a broad range of economic rights for women including, inter alia, the right to equal pay for equal work; the right to adequate and paid maternity leave in both private and public sectors; the right of women’s access to and control over land and other productive resources and to inherit equitable shares of property from their husbands and parents; women’s rights to equitable sharing of joint property upon separation, divorce, or annulment of marriage; protection and social insurance systems for women working in the informal sector, and recognition of the economic value of women’s work in the home. This ground-breaking Protocol offers women in Africa not only a bill of rights that addresses protection of their range of rights within an African context, but also obligates states to take action and allocate resources to ensure that African women enjoy these rights.

36. ***The Solemn Declaration commits African leaders to report on progress on the state of gender equality and women’s empowerment on the continent.*** The Solemn Declaration on Gender Equality in Africa (SDGEA) is an important African instrument for promoting gender equality and women's empowerment as it strengthens African ownership of the gender equality agenda and keeps the issues alive at the highest political level in Africa. Through the Solemn Declaration, Heads of State and Government commit themselves to report annually on progress towards gender equality. In addition, the Chairperson of the AU Commission is expected to submit an annual report to the Assembly on progress made in the implementation of the Solemn Declaration as well as on the state of gender equality and gender mainstreaming at the national and regional levels. In order to guarantee the implementation of SDGEA at the regional and national level, a Comprehensive Action Plan is being developed to mobilise resources for its implementation.

37. Table 3.1 below shows **ECA’s African Women’s Progress Scorecard (AWPS)**. The AWPS measures government policy performance regarding women’s advancement and empowerment and tracks government progress in ratifying, implementing and monitoring relevant conventions and documents on gender equality and women’s rights including CEDAW; the Women’s Protocol of the African Charter on Human and People’s Rights, the BPFA and the ICPD. The AWPS is composed of four blocs: women’s

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<sup>11</sup> The countries that have ratified the Protocol as of November 2006 are Benin, Burkina Faso, Cape Verde, Comoros, Djibouti, Gambia, Libya, Lesotho, Mali, Malawi, Mozambique, Mauritania, Namibia, Nigeria, Rwanda, South Africa, Senegal, Seychelles, Togo, and Zambia

rights, social power ‘capabilities’, economic power ‘opportunities’ and political power ‘agency’. The scoring for each indicator is done on a three-point scale: 0 for a zero performance, 1 for a poor to fair performance and 2 for a good to excellent performance. The full version of the AWPS - with a break down of each of the indicators - is shown in Annex 1.

**Table 3.1: African Women’s Progress Scoreboard**

			Total	Maximum possible score	% Obtained	
<b>WOMEN'S RIGHTS</b>	CEDAW	Ratification without reservation	14.4	26	55%	
		Optional protocol	0.75	2	38%	
		Art 2	15.3	26	59%	
		Art 16	13.6	26	52%	
African Charter of Human and People’s Rights – Women’s Rights Protocol – harmful practices			1.17	2	58%	
<b>SOCIAL</b>	Beijing Platform of Action		13.9	24	58%	
	Violence against Women	Domestic violence	10.9	24	45%	
		Rape	10.3	24	43%	
		Sexual harassment	7.67	24	32%	
		Traffic in women	6.42	26	25%	
	African Charter on the Rights of the Child art XXVII			13.3	26	51%
	Health- ICPD POA Plus Five	STI’s	13.7	22	62%	
		HIV/AIDS	15.7	22	71%	
		Maternal mortality	15.9	22	72%	
		Contraception	16.3	22	74%	
	2001 Abuja Declaration on HIV/AIDS and women			10.3	22	47%
Education	Policy on girl school dropouts	12.7	22	58%		
	Education on human/women’s rights	6.08	22	28%		
<b>ECONOMIC</b>	ILO	Convention 100 (Equal Remuneration Convention)	12.29	26	47%	
		Convention 111 (Discrimination in Employment)	12.95	26	50%	
		Convention 183 (Maternity Protection)	6.46	26	25%	
		Policy on HIV/AIDS	9.55	22	43%	
		Engendering NPRS	10.15	20	51%	
		Access to agricultural extension services	9	20	45%	
		Access to technology	6.46	20	32%	
Equal access to land			7.95	22	36%	
<b>POLITICAL</b>	UN 1325 conflict resolution		2.1	22	9.5%	
	Beijing PFA effective and accessible national machinery		11.23	22	51%	
	Policies	Support for women’s quotas and affirmative action	5.99	20	30%	
		Decision making positions within parliament/ministries	5.84	22	27%	
Gender mainstreaming in all departments		7.01	20	35%		
<b>Total Score</b>			305.37	672	45%	

Source: Compiled scores from the ECA Africa Gender and Development Index (AGDI) field studies conducted in 12 African countries, 2004-2005.

38. The figures in Table 3.1 are the average performances of the 12 African Gender and Development Index (AGDI) trial countries.<sup>12</sup> The first column shows the total average score obtained for each specific commitment. The second column shows the maximum possible score that could be obtained, and the final column shows the percentage obtained of the maximum possible score. The overall AWPS score of 45% shows that the countries under review have scored less than half in terms of meeting their commitments. Most progress is being made in the social bloc particularly in relation to commitments to health within the context of the ICPD. More progress is needed in terms of commitments to women's rights in the context of CEDAW and The African Women's Rights Protocol and in the economic bloc, particularly for commitment to access to technology and equal access to land. In the political bloc, least progress is being made in relation to commitment to the UN 1325 conflict resolution and support for women's quotas and affirmative action.

#### **IV. Translating Commitments into Policy Prescriptions/Actions: Key Bottlenecks and Operational Implications**

39. The major African and international commitments have set a far-reaching global policy agenda on gender equality and empowerment. In particular, it has become widely accepted that promoting gender equality and women's empowerment is essential to human development and poverty eradication. However, implementation of this policy agenda has been elusive. The goal of extreme poverty eradication and achieving gender equality cannot materialise in isolation from each other, and achieving the MDGs requires a significant gender dimension.

##### ***a) Land and Property Rights***

40. ***Land and property rights for women require urgent attention from policy makers and land reform practitioners in Africa.*** Land is the single most important asset for both poor and non-poor households in Africa. It is a key social and economic asset for cultural identity, political power and participation in decision-making, provides a secure place to live, a locus for economic and social activity, and constitutes collateral for credit and other resources and empowerment. Widespread exclusion of women in Africa from owning and/or controlling land means that they are often barred from effectively engaging in economic activities and having a secure and sustainable livelihood.

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<sup>12</sup> These countries are as follows: Ethiopia, Madagascar, Tanzania, Uganda (East Africa); Benin, Burkina Faso, Ghana (West Africa); Cameroon (Central Africa); South Africa, Mozambique (Southern Africa); Egypt, Tunisia (North Africa).

**Box 4.1: Addressing gender biases in land relations in Africa**

The concept of gender relates to the perceived and actual qualities and behaviours of males and females in relation to each other in society. Gender roles and expectations are often rooted in existing power relations. In most of Africa, gender relations are largely informed by a patriarchal orientation and the subjugation of the rights and status of women in relation to those of men. In this regard, women face discrimination under both customary and statutory systems of land tenure as a result of culturally embedded discriminatory beliefs and practices (or their pervasion) and male control of inheritance systems. Customary practices regarding land are particularly adverse for women, who rarely have full rights in land but must negotiate as secondary claimants through male relatives - their father, brother, husband or son. Succession and inheritance rights remain problematic, since women usually cannot inherit the matrimonial home on the death of their spouse. Women's rights are affirmed in a number of African nation's constitutions, but in most cases, entrenched and discriminatory social practice overrides constitutional provisions. While legislative reform is needed to strengthen women's property rights (for instance through provision for spousal co-ownership, opportunities to hold land in their own right, and prevention of sales of family land in the absence of agreement by both husband and wife) and to improve inheritance rights, wider action is needed, including education advocacy and legal literacy work. Securing women's sustainable access to land requires a coherent reform of policies and practices, from the constitutional (where this has not yet been addressed), to the community and ultimately and perhaps most importantly, the household level.

Source: ECA, ADB, AU, Land Policy in Africa: A Framework to Strengthen Land Rights, Enhance Productivity and Secure Livelihoods (2007)

41. Women face discrimination under both customary and formal systems of land tenure as a result of culturally embedded discriminatory beliefs and practices and male control of inheritance systems. The land rights of women and inheritance practices and norms need to be addressed. Evidence indicates that land policies that aggravate land tenure insecurity and ignore the rights and/or interests of women increase household vulnerability.<sup>13</sup> This has particular resonance with women's rights in the context of gender power relations which are falling under increasing pressure from HIV/AIDS. Evidence across Africa of forced removals of widows from land and property grabbing have become issues that require urgent attention from policy makers and land reform practitioners. This can occur even where women's property and inheritance rights are established by statutory law, suggesting how multiple factors – including social norms, local customs and institutionalised practices – can influence decisions on property transfers.

42. Land distribution and tenure reform programmes pose different challenges for the development of gender-sensitive land policies. Generally land distributions through resettlement schemes are often biased towards male heads of households and, invariably, registered leaseholders are men. This leaves women particularly disadvantaged in the event of widowhood and divorce of polygamous unions. Trends show that land markets<sup>14</sup> are creating landless women and poverty for large segments of the population as there is ready cash and the entitled individuals can sell land which was once, or ostensibly is, family land.

<sup>13</sup> Paper presented by Dr Akinyi-Nzioki for the APF Gender Expert Group Meeting held in Berlin, 21<sup>st</sup> February 2007.

<sup>14</sup> Presently, most land markets in Africa (except for socialist countries such as Eritrea, Ethiopia and Mozambique) are based on 'willing buyer, willing seller'.

**Box 4.2: Regional Differences in Land Tenure Systems**

There are important regional differences that reflect the great diversity of land tenure systems in Africa. Laiglesia (2006) reports that most of West Africa is characterised by a dual system in which customary land tenure arrangements coexist with formal ownership (e.g. Senegal and Burkina Faso). Such customary arrangements have been eroded in parts of East Africa that experienced collectivisation (e.g. Tanzania and Ethiopia) or large parts of Southern Africa that underwent land distribution following independence. According to the GID database, women have reasonable access to land in most countries in Northern Africa. With the exception of Sudan and Mauritania, which both apply Sharia Law, women are not prevented from owning or inheriting land. Similar observations apply for Southern Africa although some countries (e.g. Namibia, South Africa and Zimbabwe) still rank poorly in terms of gender equality in land rights. In Central Africa, for most of the countries included in the database (Cameroon, the Central African Republic, Chad and Equatorial Guinea) women's access to land is obstructed through inheritance practices that prevent the transfer of property to daughters or through regulations that make land purchases impossible for women as they require documentation not usually held by them

Source: OECD Development Centre, 2007

43. As shown in Box 4.2, there are important differences that reflect the great diversity of land tenure systems in Africa. In addition, land reform approaches and strategies vary from one country to another, but the approaches which tend to treat land as a *market commodity* rather than a *public good*, have dominated the design of national and land policies. Land policy has therefore become increasingly focused on facilitating market forces, economic efficiency and investment. This process has often meant more insecurity in access and rights to land as a consequence of the commercialisation of agriculture and individual titling which marginalises the position of women.

44. Most land markets in Africa are premised on “willing buyer-willing seller” basis, and although markets are in theory open to everyone, poor rural people (especially poor rural women) are unable to take advantage of the market system because they lack three essentials: information about new laws and programmes; money to purchase land; and access to credit. Access to credit is therefore a major bottleneck for poor and landless women when acquiring other productive resources and inputs necessary for survival. On the other hand, policy trends of privatisation and commercialisation of agriculture favour the consolidation of land and tend to neglect legal and agrarian reforms that would bring about a fair distribution of resources. The privatisation of land has worsened the situation for women and the poor as widespread sale of community and state-owned land to private developers has led to the commodification of land.

45. An engendered approach to land means policies related to land should be put in place that take women's needs and rights into account in order to have a framework that addresses current barriers to women's access to and control over land. It is important to establish clear legislative frameworks for protecting the rights of women and inheritance of land and land-based resources. However, legally recognised rights are not sufficient. The security of women's land rights depends on whether these rights are socially and legally recognisable and enforceable. Advocacy together with education in support of women's land rights have an important role to play given the deep-rooted cultural norms and practices which underlie discrimination in land tenure in Africa.

46. Additionally, the relationship between customary law and statutory law allows for gaps in implementation, monitoring and enforcement that do not recognise women's equal rights to tenure. These gaps are exacerbated by women's lack of awareness of their rights and by national practice in family and civil codes and administrative regulations contrary to women's interest. If the challenge faced by women in owning and controlling land due to the African value system around land were to be eliminated, women's opportunities would improve. By simply passing laws and policies sometimes, governments are not able to change the cultural setting and often these laws and policies have no or little impact at the community

level, where major decisions on land inheritance, ownership, transfer and sub-division of community land takes place. Understanding the African context embedded in traditional cultural value system is therefore critical if women have to take advantage of community-based decisions on land.

47. It is also not sufficient to ensure women's access to land without enabling them to develop land more extensively. Improving women's full access to economic opportunities, land, credit, natural resources among others are essential components of poverty reduction. Resources need to be mobilised for the economic development of land owned by women at the same time as they are assured of security of tenure for themselves and their families.

## ***b) Gender and Economic Governance***

48. ***Gender sensitive budgeting is "good budgeting" – African countries should use annual budgets to ensure that public money is spent in ways that reduce the gender gap.*** Gender budgeting is a tool that deals directly with the responsibility of governments to international commitments to women – namely equality in the distribution, access and funding of public resources necessary for the implementation of CEDAW and the BPFA at the national level. It is also a tool that deals directly with human rights instruments through reducing inequalities in the distribution of resources.

49. Budgets influence the overall level of income and employment of a country and also reflect a government's political priorities regarding the distribution of expenditures.<sup>15</sup> It is a powerful means to promote gender equality within the national development framework. Gender budgeting aims at mainstreaming a gender equality perspective into public finance by developing "gender budgets" which are not separate budgets for women, but instead, general budgets that are planned, approved, executed, monitored and audited in a gender-sensitive way. This means that policies are assessed in terms of their gender impact and budget allocations are made to reduce gender gaps. Gender budgeting, therefore, helps to monitor the achievement of policy goals and commitments. By tracking how money is spent, gender budgeting helps to increase accountability and transparency and, thus, good economic governance overall.

50. There are now a number of commitments to gender-budgeting, for example in the BPFA (see Box 4.3). As a result, and as noted by Schneider, gender-budgeting is now practiced in over 60 countries in the world, many in Africa. Gender budget initiatives have scored important successes ranging from actual expenditure re-allocations to opening traditionally secretive budget processes to much greater transparency and accountability. The key challenge is to build on this progress and ensure sustainability through a concerted effort at consolidating government capacity in gender budgeting so that it becomes embedded across an increasing number of line ministries. National budgetary modelling programmes should ensure that gender variables are captured and included in the Social Accounting Matrix (SAM) as a way of mainstreaming gender into all aspects of the modelling process.

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<sup>15</sup> Paper presented by Dr Katrin Schneider for the APF Gender Expert Group Meeting held in Berlin, 21<sup>st</sup> February 2007.

**Box 4.3: The Beijing Platform for Action and Gender Sensitive Budgets**

The Beijing Platform for Action refers to the need for gender sensitive budgets under the heading Financial Arrangements: 345. This will require the integration of a gender perspective in budgetary decisions on policies and programmes, as well as the adequate financing of specific programmes for securing equality between women and men.

**National Level**

346. Governments should make efforts to systematically review how women benefit from public sector expenditure; adjust budgets to ensure equality of access to public sector expenditures.

**International Level**

358. To facilitate implementation of the Platform for Action, interested developed and developing country partners, agreeing on a mutual commitment to allocate, on average, 20% of official development assistance.

Source: Background Paper on Engendering Budgetary Policy and Process, UNECA, (2001)

51. Different dimensions need to be considered when looking at budgets from a gender perspective. First of all, women as users of publicly funded services many have different needs to men due to their different roles and responsibilities e.g. investment in community wells, household energy etc. It is imperative therefore that these different roles are taken into consideration in budgetary allocation. Secondly, women and men have different time-use patterns. Time-use surveys therefore constitute a critical instrument to value the burden of paid work and unpaid care work so as to inform policy making and budgetary allocation. This can help establish whether a budget and its underlying policies are, for example, relying on women's unpaid labour. It is a known fact that women in Africa spend more time working than men (paid and unpaid), therefore budget re-allocations such as a decrease in social spending may result in an increased "transfer of costs" formerly covered by the government to the household (in the form of time-use or the introduction of user fees). Needless to say, this transfer of costs will normally be carried out by African women. Therefore, all governments should work together and move speedily to ensure that women's work is accounted for in Statistics of National Accounting (SNAs), valued and rewarded, from satellite accounts to national accounts.

52. A serious and rigorous gender-budgeting analysis must be carried out to assess whether a given policy is creating inequalities as well as presenting a case for change. However, the collection and processing of data is fundamental to the application of serious gender budgeting. If comprehensive and disaggregated data is available public expenditure-benefit analysis and time-use analysis offer an opportunity for generating an innovative and detailed understanding of the budget's impact on different groups of men and women. A major obstacle that gender-budgeting initiatives are facing in Africa is the lack of gender-disaggregates statistics. Despite the fact that every government should be able to "cost" the services it provides, and identify who is accessing them, this task is extremely difficult in many African countries.

53. Gender-budgeting is not yet institutionalised on an on-going basis in Africa and the practice is still often falsely regarded as an add-on activity rather than part and parcel of overall public financial management. In addition, most gender budgets have not yet made an explicit link with international obligations such as CEDAW and the BPFA that many African governments are committed to. Gender-sensitive budgeting implies a profound change to policy formulation and depends on government commitment to gender equality and willingness to change. It is therefore important to examine how policies, programmes and processes are structured so that women's energies are not neglected but rather are managed in order to preserve their total well-being and effectively the well-being of the nation. It is also important to look into how their time could be freed to allow room for other endeavours such as active

political participation. A policy and resource allocation process that recognises the unique position of women in contributing to national well-being and output is relevant for the attainment of this ideal.

### *c) Gender, Financing for Development (FfD) and Aid Modalities*

54. ***It is important to strive towards measures to strengthen gender equality in conceptual, financial and operational terms in the Monterrey Consensus and the Paris Declaration.*** The Monterrey Consensus, the Paris Declaration, and the new aid modalities have great potential for giving new impetus to the empowerment of women and the promotion of gender equality in development co-operation. The Monterrey Consensus framework places emphasis on the need for gender mainstreaming and a more integrated role in the development process for people living in poverty. One of the key stated objectives of paragraph 8 in the Monterrey Consensus which relates to gender equality goals is “to fund sustainable investments in education, health, nutrition and social security programmes which take special care of children and are gender-sensitive and fully inclusive of the rural sector and all disadvantaged communities”. This gender dimension represents a commitment to developing financial mechanisms that support outcomes that are in line with overall gender equality.

55. However, the “Monterrey Consensus” includes very limited commitments to gender equality.<sup>16</sup> First of all, the Monterrey Consensus emphasizes the need for governments to implement sound macroeconomic policies and assign “priority to avoiding inflationary distortions and abrupt economic fluctuations” (Paragraph 14). From a gender perspective, the first problem that arises is the cut back of basic services that governments implement in order to address budget imbalances which result in serious reductions to health and education services that negatively affect the most vulnerable groups i.e. women. Secondly, the Monterrey Consensus makes no reference to the gender implications of trade. It is therefore important to strive towards a greater introduction of measures to strengthen gender equality in conceptual, financial and operational terms of the Monterrey Consensus, while assuring the implementation of already accepted measures.

56. The Paris Declaration (PD) has set a clear international medium-term agenda on aid effectiveness that operationalizes good practice principles of ownership, alignment, harmonisation, results and accountability. The operational impact of its mutual commitments and principles is strengthened by its agreed indicators, quantitative targets, and a monitoring process. The current changes in aid modalities, with their focus on increased ownership, provide opportunities to strengthen the promotion of gender equality in the context of development aid. Ongoing efforts to harmonise development co-operation, as enshrined in the PD, focus on procedures and administration of aid that result in a more cost-effective use of aid funds by reducing transaction costs.

57. Even though gender equality has not been explicitly expressed in the PD, there is considerable congruence between the PD Principles and Commitments and gender equality objectives and strategies, and it is important to find ways to apply the overarching principles of the PD to work on gender equality (Gaynor, 2006).<sup>17</sup> With a stronger gender perspective, focusing on efficiency changes to aid mechanisms

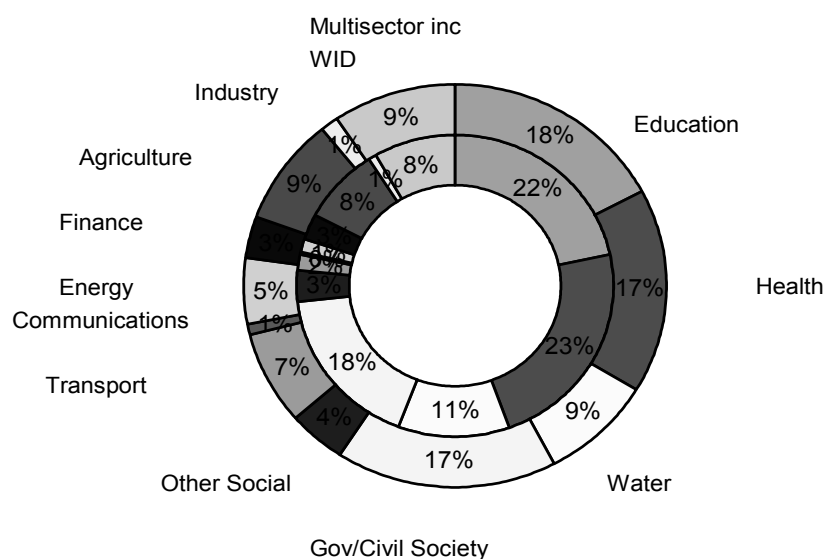
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<sup>16</sup> The Monterrey Consensus is centred on six different issues 1) Mobilisation of Domestic Financial Resources 2) Mobilisation of International Resources for Development 3) International Trade as an Engine of Development 4) Increasing International Financial and Technical Cooperation for Development 5) External Debt and 6) Enhancing the Coherence and Consistency of International Monetary, Financial and Trading Systems for Development.

<sup>17</sup> The OECD/DAC Working Party on Aid Effectiveness, which is responsible for following up the Paris Declaration, has established four thematic groups to report on progress in the harmonisation of development cooperation with clear targets and indicators. Reports must be submitted for development partner and recipient countries. The OECD/DAC Gendernet has the areas of new aid modalities, budget support and gender equality in its programme of action for the period 2007-2008.

will have a greater impact on development effectiveness. Demonstrating gender equality results and impacts is an essential part of ‘managing for development results’ and monitoring gendered impacts is a good way of ensuring that aid is reaching those it is intended to serve (ibid). However, the question of how to measure the inputs and results of inputs for women and gender equality (through monitoring resources and measuring effects) in the new aid architecture reflects a greater challenge with regard to which demands can and should be made in relation to new forms of assistance. The recent changes in the allocation of development aid and the promotion of gender equality therefore require more result-based evaluations, which can clearly determine their effectiveness. This is not only necessary for assuring that objectives are achieved, but also to crucially allow for adequate accountability.

**Figure 4.5: Aid to support gender equality in Africa, 2001-2005 - Gender equality focus of bilateral ODA by sector (% distribution of average annual commitments in 2001-2005)**



Outer Circle – Total Bilateral Sector Allocable ODA (USD \$5bn)  
 Inner Circle – Bilateral ODA focused on gender equality (USD \$1.8)  
 Note: Not all DAC Members report the gender equality focus of their ODA.

Source: Compiled by OECD DAC from Creditor Reporting System (CRS) database

58. Sector-wide approaches (SWAs) and budget support limit development partners’ ability to influence the way in which recipient countries allocate money, including the resources given to the promotion of gender equality. Although certain arrangements can be agreed in Memorandum of Understandings regarding resources provided, the primary responsibility for determining how these funds should be used lies with the recipient governments. However, recent audits and reviews of PRSs, MDG country reports and SWAs indicate that gender is not well incorporated into these important plans and processes (Gaynor, 2006). The combination of the new aid mechanisms and the strategy of gender mainstreaming therefore make it increasingly difficult to evaluate how much attention and money is given to the promotion of gender equality in any given country.

59. In terms of donor support to gender equality, since the 1995 Beijing Conference - which marked a milestone in international commitment to gender equality issues - donor support for gender has been improving and more resources are devoted to gender equality targets, particularly in the social sectors (World Bank, 2007). Globally, a quarter of bilateral aid by sector over the period 2001-2005 was focused on gender equality – although this figure does not include activities with no explicit gender equality focus, such as infrastructure, which can nevertheless have a benefit impact on women and girls.

60. The figure for Africa is higher than the global average. As illustrated in Figure 4.5, over a third of all bilateral ODA allocated by sector over this period – US\$ 1.8 billion out of US\$ 5 billion - was focused on gender equality.<sup>18</sup> Looking behind this overall statistic, there are four key points:

- The absolute volume of bilateral ODA focused on gender equality rose by 160% over this period, from US\$ 940 million in 2001 to nearly US\$ 2.5 billion in 2005.
- As a percentage of bilateral ODA allocated by sector, the proportion increased from 27% to 39% between 2001 and 2004 though it fell back to 34% in 2005.
- Over the period as a whole, around 55% of ODA focused on gender equality went to education, health, water supply and sanitation. Only around 10% went to the productive sectors – agriculture and industry.
- The proportion allocated to the productive sectors between 2001 and 2005 amounted to respectively: 10% in 2001, 11% in 2002, 5% in 2003, 11% in 2004 and 9% in 2005. These figures show that even though the absolute volume of bilateral ODA is increasing, the proportion allocated to the productive sector – central to the economic empowerment of women - is not showing any increase.

61. Multilateral Development Banks (MDBs) have been making progress in strengthening their support for gender equality and empowerment for women. For example, the World Bank has recently produced the Gender Action Plan (2007-2010) of which there will be an initial investment of US\$ 24.5 million over four years aimed at leveraging substantially greater resources for women's economic opportunity made through World Bank Group grants and no-interest and low-interest loans to developing countries. In addition the Africa Development Bank's (AfDB) Gender Plan of Action (GPOA) reflects a commitment to promote gender equality by mainstreaming gender issues in its activities and to support the efforts of Regional Member Countries (RMCs) to attain gender equality objectives. The GPOA is supported by the AfDBs Vision and Strategic Plan and Action Plan 2003-2007 which identifies gender as one of the Banks main cross-cutting issues.

62. While there is a clear lack of translation of political commitments and legal obligations to gender equality in the context of development assistance into actions on the ground, it is important to see what scope there is for improvement. First and foremost, strategies to achieve gender equality must be clearly integrated in the design of the new aid architecture in order to make these new modalities effective and efficient tools. Women's needs and priorities need to be included in PRSs and PRSs also need to include specific objectives and targets set to promote gender equality. A gender audit of national budgets should be part of the planning processes and the involvement of women as decision-makers at all levels is key to ensuring that the gender equality is given attention with the new aid modalities.

63. Priority also needs to be placed in investing dedicated resources to include gender equality and women's empowerment in the results agenda. As argued by Gaynor (2006), the PD envisages a substantial scaling up of aid. The opportunity to influence how this expanded budget will be spent, and ensuring that women benefit equitably from it, will be lost unless gender equality is clearly mainstreamed in the PD machinery and processes for allocating aid.

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<sup>18</sup> Not all DAC members report the gender equality focus of their ODA. The diagram therefore covers only a part (around 50%) of total sector-allocable bilateral ODA in 2001-2005. All percentages and values should therefore be treated as indicative

#### ***d) Gender and Investment/Trade***

64. ***One of Africa's major dilemmas is how to extract growth from all its able agents.*** Direct Investment (including Foreign Direct Investment - FDI) and trade liberalisation are viewed as central elements of any development strategy by the international community, as agreed in the Monterrey Consensus. Traditionally, investment and trade policies have been considered “gender blind” i.e. they did not have any particular effect on males or females. This has carried over into trade policy-making and is deeply embedded in the formulation, negotiation and implementation of trade agreements such as the Uruguay Round/WTO Agreements. However, the impact of investment and trade on women is important not only because they represent over half of most populations, but because they also face particular constraints which may make them less able to benefit from trade and investment (OECD, 2005). The gender bias usually is not in the technical language of any policy per se, but in the impact of the policies and the implementation of international agreements.

65. The globalisation of markets is a critical issue for women, particularly women engaged in subsistence agriculture. A critical and important aspect in examining agricultural liberalisation in Africa is the gendered nature of agricultural production, processing and marketing. Women may not be able to benefit from the expansion of trade in agricultural products due to the obstacles faced in terms of limited access to productive resources (land, credit, transport, extension services, storage and technical assistance) which prevents them from adopting new technologies or increasing economies of scale. Without secure land rights, women are often denied access to credit or the benefits of membership in co-operatives and farmers associations. Without credit, women farmers cannot buy inputs such as seeds, fertilizers, and better technology, or hire workers. It has been calculated that agricultural productivity could increase by up to 20% if women's access to such resources as land, seed and fertilisers were equal to men. It therefore makes economic sense to overcome these constraints and invest in women farmers in order for them to benefit from agricultural trade liberalisation and increase production and productivity. Where women are the main food producers, they should also be a priority target for credit facilities and extension services.

66. Moving away from agriculture, it is clear that FDI in labour-intensive, largely export-oriented, industries has had a significant impact on women's work and development. While there has been a positive relationship between women's employment and FDI in semi-industrialised countries, there is mounting evidence that women either lose jobs to more highly qualified men as industries upgrade, or get pushed down the production chain into sub-contracted work as competition forces firms to continually lower costs. As a result, women have been excluded by the current nature and corporate approach of FDI.<sup>19</sup> There is likely to be some short-term improvement in women's incomes as FDI expands, but the longer term trajectory of women's wages is less promising.

67. In terms of gender-based wage inequality, the research on FDI is consistent with other findings that it does not systematically narrow the gender wage gap. Gender inequality in opportunities and capabilities is manifested in gender gaps in education, technology acquisition and learning, access to financial markets, job mobility, equitable property rights and wealth assets. It is argued, therefore, that the most important intervention open to governments from an equity perspective is to enhance the productive capacities of women and girls, as well as expand the social supports available to them as they enter the labour market. FDI in Africa is also becoming more concentrated in the services sector (such as banking, telecommunications, insurance, health and education). A better understanding is needed of the gendered employment dynamics in the service sector, and how foreign ownership in services affects women's and men's differential access to service-based resources (finance, insurance, telecommunications, health and education).

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<sup>19</sup> Paper submitted by Dr Bola Akanji for the APF Gender Expert Group Meeting held in Berlin, 21<sup>st</sup> February 2007.

68. Trade policies affect women's employment, access to markets, production, distribution, consumption patterns, cultural values, social relations and the environment - all of which engage women in the African continent. Trade expansion, for example, typically results in an increase in labour-intensive exports. Production of many of these exports require manual dexterity and stamina and employers in these industries often prefer to hire women,<sup>20</sup> which means that women have been able to gain bargaining power as a result of their access to regular wage employment. However, trade alone will not bridge the gender wage gap. There are some defining factors, such as gender discrimination, lower skill levels, and gender inequalities in access to resources that impede women's ability to benefit from trade expansion (OECD, 2005). As once pointed out by Sen (1996), 'trade liberalisation is not inherently welfare producing; it can produce and re-produce inequality, social disparities and poverty at the same time as it expands wealth.'

69. As shown from the above, existing gender inequality and gender biases may adversely affect the outcome of investment policies and trade policies. In many areas of Africa, women will not necessarily benefit from more investment since these processes only marginally affect their domain: food production. In addition, rarely is there investment to make food production or housework less time consuming and more efficient. In the labour market, gender bias continues to perpetuate the existence of segmented labour markets where inequality in wages, promotion and conditions of work is pervasive.

70. These considerations are generally lacking in policy formulation and partnership agreements. The capacity to anticipate gender effects of trade and investment policies requires a concerted gender policy analysis at the national, regional and global level. The International Gender and Trade Network has been spearheading such a critical analysis while institutions like the World Bank, UNCTAD and the ECA have been promoting gender discourse and research as well as gender-aware macroeconomic (trade) policy modelling. The G8 and other development partners can lend support to these efforts by bringing these efforts under a common programme of action of the APF/G8.

71. Unequal gender relations in Africa cripple women's ability to be efficient producers in agriculture and also in the formalised labour market. One of Africa's major dilemmas is how to extract growth from all its able agents. Ultimately, real transformation requires the full utilisation of all talents of men and women in society.

## **V. Key Actions and the Way Forward - The Role of African Governments and Development Partners**

### *General Recommendations:*

- G8 members should create a fund for the implementation of gender equality and empowerment commitments as contained in the Kananaskis Action Plan and gender-related commitments made at Gleneagles - as well as MDG 3.
- Support the African Union member states in implementing their gender equality and empowerment commitments as contained in national development strategies and to invest in the development of regional and national implementation strategies of the SDGEA and the Protocol on the Rights of Women in Africa.

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<sup>20</sup> One source suggests that there are 50 million jobs in export processing zones worldwide, and 80% of these are held by women (ICTFU, 2005).

## ***Specific Recommendations:***

### ***Land and Property Rights :***

- Although the responsibility of transforming the land and property legal infrastructure lies with governments, development partners can support land reforms and inclusive land policy development that addresses the needs of women;
- While national governments should continue to provide an enabling environment for research and facilitation through regional institutions, including the AU/NEPAD, and research institutions/CSOs working on land issues, development partners should also make firm commitments for effective support to gender sensitive land reform initiatives taking place in Africa, particularly roles being played by different stakeholders;
- Taking into account the linkages that exist between the achievement of the MDGs and land and property rights for women, development partners should support national government efforts towards the achievement of the MDGs within the context of women's land rights;
- Building on the Paris Declaration on Aid Effectiveness, development partners are encouraged to adopt a gender-budgeting approach in aid modalities to guarantee increased support to sectors which address women's land rights including agriculture, water, trade and infrastructure, and ensure that women benefit proportionately;
- Given the negative aspects of the commodification of land based on the market-based efficiency allocation theories to community land ownership which is disinherit poor people, particularly women and children from land-based livelihoods, the attention of development partners is called upon to work closely with African governments to promote the development and adoption of gender-sensitive legislation on family rights and inheritance;
- Development partners are encouraged to support national government efforts to institute mechanisms and structures for monitoring and evaluating women's enhanced access to land and its contribution to GDP, as well as the overall economic impacts on both households and macro-level policies;
- Given that African governments have mechanisms in place at the regional level that aim at addressing gender equality issues (e.g. AU Committee on Gender and the NEPAD Gender Task Force), the G8/OECD is encouraged to institute a similar advisory committee in the form of a G8/OECD Gender Task Force to provide a platform of engagement, exchange and monitoring.

### ***Economic Governance:***

- A gender-responsive public financial management system should be a key element of good economic governance and democratic accountability and should be a core aspect of budget support. A gender perspective should be incorporated in ongoing public finance reform processes, such as the introduction of performance/programme budgeting and MTEFs. Development partners also need to develop and implement gender-sensitive budget practices;
- Given that budgets are key political tools to implement national development policies such as PRSs and sector policies, African governments are encouraged to work with development

partners to support gender-budgets that are based on a gender-sensitive situation analysis and address key gender issues in a country/sector;

- Gender needs assessments should be carried out to establish the cost of the achievement of the MDG 3 in specific countries and provide a cost for specific interventions in the seven priority areas as identified by the Millennium Task Force on Gender Equality to ensure that funds are made available in the national budget;
- National governments need further capacity-building in collecting and analysing sex-differentiated and gender-specific statistics, as well as time-use data. Further collaborative work is needed to revisit satellite accounts to ensure that they reflect the amount and value of women's work in the "care economy";
- Given the great human consequences caused by the HIV/AIDS pandemic, national governments are urged to pay special attention to the care economy and facilitate its incorporation into macroeconomic models that are guiding macroeconomic policies. Governments should also re-allocate resources to take into account home based care - especially in the context of HIV/AIDS.

#### *Aid Modalities:*

- Acknowledging the high-level political commitments that have been made on gender and economic empowerment, work on gender equality seems to be losing traction. Development partners are urged to use the G8 Summit in 2007 to reverse this trend as well as fast track the translation of existing shared global and regional commitments into investment in women and the achievement of gender equality;
- Given the key role development partners play in budget support, they are called upon to pay special attention to managing and allocating resources more effectively by supporting the strengthening of relationships between finance, planning and line ministries, and by dividing up the labour/responsibilities according to the comparative advantage of each of the development actors;
- Acknowledging the critical role CSOs play in implementation of gender commitments, development partners are called upon to strengthen the capacity and preparedness of CSOs and women's networks to actively engage in policy and political dialogue on gender and empowerment issues;
- Given that the majority of the African population is located in the rural areas, development partners are encouraged to work together through national machineries and CSOs in order to reach remote areas particularly in countries where governance systems are weak or countries in conflict.

#### *Trade and Investment :*

- Within the context of the Kananaskis Action plan, the G8 should pay specific attention to the inter-linkages and impacts between gender equality, investment, trade outcomes and growth and address these issues holistically;
- African governments have a role to play in providing the necessary financial infrastructure to support African women entrepreneurs and to provide access to business skills training through local women's associations and networks. Development partners are called upon to these support

these initiatives through the creation of investment funds for women and allocation of credit lines to women;

- Access to relevant and appropriate technologies for generating additional product value and fostering product differentiation and diversification is critical for women. Hence development partners are urged to specifically invest in women involved in the agro-processing sector;
- In recognition of the key role the informal sector plays in sustaining economic growth, African governments are urged to consider establishing an enabling environment for private sector activity, including targeted support to women managing small- and micro-enterprises that will enable them to expand and diversify output and graduate to the formal sector;
- Given the important role of agriculture in the economy, African governments should step up support to women working in the agricultural sector, and provide them with the necessary resources, services and extension facilities in recognition that women play a key role in terms of production, food security, and environmental sustainability;
- Within the context of supporting the growth of women's enterprises from SMEs to corporate businesses, development partners should put in place a facility that encourages joint ventures and partnerships among women in business at the regional and international level.

## **Annexes**

# Annex 1 – The African Women’s Progress Scorecard (AWPS)

			Ratification	Reporting	Law	Policy commitment	Development of a plan	Targets	Institutional mechanism	Budget	Human resources	Research	Involvement of civil society	Information & dissemination	Monitoring & evaluation	Total	Max possible score	% Obtained	
<b>WOMEN’S RIGHTS</b>	CEDAW	Ratification without reservation	1.83	1.25	1.42	1.42	0.92	0.92	1.17	0.83	0.83	0.75	1.25	1.17	0.67	14.4	26	55%	
		Optional protocol	0.75	x	x	x	x	x	x	x	x	x	x	x	x	x	0.75	2	38%
		Art 2	1.83	1.17	1.58	1.5	1	1.17	1.25	0.92	1	0.83	1.25	1.08	0.67	15.3	26	59%	
		Art 16	1.67	1.17	1.33	1.17	0.83	0.75	1.17	0.75	0.92	1	1.08	1.17	0.58	13.6	26	52%	
	African Charter of Human and People’s Rights – Women’s Rights protocol – harmful practices		1.17	X	X	X	X	X	X	X	X	X	X	X	X	X	1.17	2	58%
<b>SOCIAL</b>	Beijing Platform of Action		X	1.5	0.83	1.42	1.42	1.25	1.42	0.92	1	0.92	1.33	1.08	0.92	13.9	24	58%	
	Violence against Women	Domestic violence	X	1.17	1.25	1.08	0.83	0.75	0.83	0.67	0.83	0.67	1.17	1.08	0.5	10.9	24	45%	
		Rape	X	1	1.42	1	0.5	0.5	0.92	0.5	0.92	0.67	1.17	0.92	0.33	10.3	24	43%	
		Sexual harassment	X	1.17	1.08	0.92	0.5	0.5	0.58	0.5	0.5	0.42	0.75	0.75	0.25	7.67	24	32%	
		Traffic in women	0.67	0.5	1	0.42	0.17	0.17	0.67	0.33	0.67	0.42	0.58	0.75	0.17	6.42	26	25%	
	African Charter on the Rights of the Child art XXVII		1.67	1	1.42	1.25	0.92	0.5	1.33	0.83	1	1	1	0.92	0.5	13.3	26	51%	
	Health-ICPD POA Plus Five	STI’s	X	X	0.5	1.42	1.25	1.25	1.67	1.17	1.17	1.33	1.58	1.17	1.17	13.7	22	62%	
		HIV/AIDS	X	X	0.67	1.75	1.58	1.5	1.67	1.33	1.25	1.42	1.67	1.5	1.33	15.7	22	71%	
		Maternal mortality	X	X	0.75	1.67	1.75	1.83	1.67	1.33	1.17	1.42	1.58	1.25	1.5	15.9	22	72%	
		Contraception	X	X	0.42	1.83	1.75	1.67	1.67	1.33	1.33	1.67	1.5	1.67	1.58	16.3	22	74%	
	2001 Abuja Declaration on HIV/AIDS and women		X	X	0.58	1	1.17	1.08	1	0.83	0.92	0.92	1.08	0.92	0.83	10.3	22	47%	
	Education	Policy on girl school dropouts	X	X	0.75	1.25	1.5	1	1.42	0.83	1.08	1.33	1.17	1.17	1.25	12.7	22	58%	
		Education on human/women’s rights	X	X	0.33	0.75	0.67	0.5	1.08	0.5	0.58	0.25	0.58	0.58	0.25	6.08	22	28%	
<b>ECONOMIC</b>	ILO	Convention 100	1.67	1.08	1.62	1.46	0.46	0.46	1.31	0.69	1	0.46	0.85	0.69	0.54	12.29	26	47%	
		Convention 111	1.67	0.9	1.85	1.38	0.62	0.54	1.23	0.69	1	0.69	0.92	0.92	0.54	12.95	26	50%	
		Convention 183	0.46	0.16	1.23	0.92	0.15	0.15	0.85	0.46	0.85	0.31	0.31	0.46	0.15	6.46	26	25%	
		Policy on HIV/AIDS	X	X	0.46	1.16	1	0.92	1.16	0.85	0.69	0.85	0.92	0.92	0.62	9.55	22	43%	
		Engendering NPRS	X	X	X	1.38	1.46	1	1.31	0.77	0.69	0.77	1.08	0.69	1	10.15	20	51%	
		Access to agricultural extension services	X	X	X	1.16	1	0.85	1.16	0.69	0.92	0.85	0.85	0.92	0.69	9	20	45%	
		Access to technology	X	X	X	1.15	0.77	0.62	0.62	0.62	0.69	0.38	0.77	0.46	0.38	6.46	20	32%	
Equal access to land		X	X	1.16	0.85	0.54	0.54	1.16	0.54	0.77	0.46	0.92	0.85	0.16	7.95	22	36%		
<b>POLITICAL</b>	UN 1325 conflict resolution		X	X	0.08	0.31	0.23	0.16	0.38	0.16	0.23	0	0.31	0.16	0.08	2.1	22	9.5%	
	Beijing PFA effective and accessible national machinery		X	0.92	X	1.46	1.23	1.08	1.23	0.85	0.92	0.85	1	1	0.69	11.23	22	51%	
	Policies	Support for women’s quota and affirmative action	X	X	X	1	0.38	0.61	0.77	0.46	0.54	0.61	0.54	0.62	0.46	5.99	20	30%	
		Decision making positions within parliament/ministries	X	X	0.61	0.69	0.23	0.23	0.46	0.46	0.54	0.85	0.85	0.69	0.23	5.84	22	27%	
		Gender mainstreaming in all departments	X	X	X	1.31	1	0.54	1	0.54	0.92	0.54	0.62	0.62	0.54	7.01	20	35%	

Note: The maximum score for each indicator is 2. The figures above are average performances of the twelve AGDI trial countries. For example, the average value for the first row “Ratification without reservations (CEDAW)” is 1.83. All except two of the trial countries have ratified CEDAW without reservations, therefore are scoring the maximum 2. The remaining two countries score 1. The average is 22/12=1.83. The last column “%Obtained” indicates the general performance of all the trial countries. X means that scoring is not applicable.

Source: Compiled scores from the ECA Africa Gender and Development Index (AGDI) field studies conducted in 12 African countries, 2004-2005.

# *Africa Partnership Forum*

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**8<sup>th</sup> Meeting of the  
Africa Partnership Forum  
Berlin, Germany  
22-23 May 2007**

## **Expert Meeting on Gender**

21 February 2007 ♦ Berlin, Germany

A meeting of African and international experts was organised jointly by the APF Support Unit and the NEPAD Secretariat in Berlin on 21 February 2007, as part of the process of developing this paper. We are grateful for the comments and advice received at this meeting. The full list of institutions represented is below.

### **INTERNATIONAL AND AFRICAN INSTITUTIONS**

Common Market for Eastern and Southern Africa (COMESA)

Organisation for Economic Co-operation and Development (OECD)

United Nations Development Fund for Women (UNIFEM)

United Nations Development Programme (UNDP)

United Nations Economic Commission for Africa (UNECA)

World Bank

### **CIVIL SOCIETY ORGANISATIONS**

Centre for Land, Economy and Rights of Women ( CLEAR)

Femmes Africa Solidarité (FAS)

The African Women's Development and Communication Network (FEMNET)

The Southern African Girl Child Alliance (SAGCA)

### **GOVERNMENTS**

Republic of Congo

Denmark

Germany

Zambia

## List of Acronyms

- AfDB** – African Development Bank  
**AU** – African Union  
**APRM** – African Peer Review Mechanism  
**AIDS** – Acquired Immune Deficiency Syndrome  
**BPFA** – Beijing Platform for Action  
**CEDAW** – Convention on the Elimination of All Forms of Discrimination Against Women  
**CSOs** – Civil Society Organisations  
**ECA** – Economic Commission for Africa  
**FDI** – Foreign Direct Investment  
**GDP** – Gross Domestic Product  
**GID-DB** – Gender, Institutions and Development Database  
**GSBs** – Gender Sensitive Budgets  
**GPOA** – Gender Plan of Action  
**HIV/AIDS** – Human Immunodeficiency Virus/ Acquired Immune Deficiency Syndrome  
**ICPD** – International Conference on Population and Development  
**ICTs** – Information and Communication Technologies  
**MDGs** – Millennium Development Goals  
**MTEFs** – Medium Term Expenditure Frameworks  
**NEPAD** – New Partnership for African Development  
**OAU** – Organisation of African Union  
**OECD** – Organisation for Economic Co-operation and Development  
**PD** – Paris Declaration  
**RMCs** – Regional Member Countries  
**SAM** – Social Accounting Matrix  
**SDGEA** – Solemn Declaration on Gender Equality in Africa  
**SNAs** – Statistics of National Accounting  
**SWAPs** – Sector Wide Approaches  
**UN** – United Nations  
**UNCTAD** – United Nations Conference on Trade and Development  
**UNDP** – United Nations Development Programme  
**UNECA** – United Nations Economic Commission for Africa  
**WEF** – World Economic Forum

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